



NEWBERG DOWNTOWN IMPROVEMENT PLAN



FUTURE POTENTIAL DEVELOPMENT REPORT

PREPARED BY



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Introduction

Downtown Newberg is poised to grow substantially in the next five to 15 years. With a rapid citywide growth rate, and renewed interest by boomers and millennials to live, work, and play in walkable city centers, downtown Newberg will be transformed in the coming years.

This Downtown Newberg Future Potential Development Report analyzes growth trends that will affect the city's center between the present time and 2020, the short term, and 2030, a long term view. The report dives into population and employment forecasts in order to understand where Newberg stands today demographically and economically, and forecasts future rates of growth and potential population and employment numbers for the downtown area.

The report then examines land values and improvement values in downtown Newberg in order to identify potential redevelopment areas and establish the capacity for the city center to absorb future growth.

Building on the growth forecasts and with an understanding of growth trends of Newberg's population and economy, short-term and long-term downtown growth targets are presented along with expected residential and commercial development types.

Target Outcomes

Newberg's residential market will drive development in the community generally and the city center specifically for the foreseeable future. With the strong population growth rate, Newberg is forecasted to have a demand for significant numbers of housing units in the short and long range. If the city is able to capture even a small portion of this demand in the downtown area, it will mean substantial new development and opportunities for existing and new businesses.

Commercial development in downtown will continue to build on the momentum of visitor focused retail and restaurants, especially in relation to the wine industry. Community focused businesses will respond proportionally to the expansion of the downtown residential market. Like infill housing, it's crucial for the city and downtown stakeholders to maintain a focus on encouraging business creation in downtown Newberg through supportive policies and proactive engagement with business and property owners. Downtown Newberg already has a community of successful business owners - helping them achieve their business growth goals and providing them room to expand within the downtown community will reinforce the momentum of this project and help achieve the desired outcomes envisioned by the community.

Overview

This Future Potential Development Report has been prepared as part of the Newberg Downtown Improvement Plan (NDIP). In early 2015, the City of Newberg, Oregon was awarded a grant by the Oregon Department of Transportation (ODOT), and the Department of Land Conservation and Development (DLCD) to develop a roadmap for improving Newberg's downtown. This project, the NDIP, will focus on land use, transportation, and design solutions to achieve a thriving and livable downtown that meets the community's visions and aspirations. The NDIP is being led by the City of Newberg with support from a project consultant team, a community advisory committee, and general public input. The NDIP is anticipated to be complete in winter 2016/2017.

The purpose of this Future Potential Development Report is to build upon the vision and concepts that are being developed through this project, along with the Newberg Travel Demand Model, and set achievable development targets and densities for the near term (2020) and the long term (2030). These targets, in turn, will serve as guides for plan refinement and eventually the implementation strategy. This report will help the city and community stakeholders better understand the shape of development to come in downtown Newberg.

Key Questions

- How much growth of both population and employment is downtown Newberg likely to capture in the near future?
- What are some of the factors that are going to influence the density and type of future development in downtown Newberg?
- How is downtown Newberg likely to change in the next five years? What about the next 15 years?
- What types of housing can be expected to develop in the downtown in the short and long range?
- Where in downtown is Newberg likely to see employment growth?
- Given the above, what are realistic development targets that the City could plan towards in order to guide the downtown implementation strategy?

Where Newberg Stands Today

Newberg, Oregon is a city of 22,900 people¹ located 26 miles southwest of Portland, Oregon. Newberg was settled in the mid-19th century, and later platted and incorporated as a city in 1889. Today Newberg is known as the gateway to Yamhill County's many wineries and one of the focal points of the Willamette Valley's Wine Country. Newberg is well positioned between the growing Portland metropolitan area to the northeast and the agricultural economy of the surrounding Willamette Valley. Below is a snapshot of Newberg's demographic profile.

- Newberg outpaced the state's growth rate during the decade of 2000 to 2010 and is currently continuing to grow at a faster rate than the rest of Oregon. **Between 2015 and 2020 Newberg is forecasted to grow by an average 1.89 percent per year².**
- The average household size is **2.64 people, compared to Oregon's average of 2.45.**
- Nearly a quarter of households (23 percent) are made up of just one person and 33 percent are made up of two people. **Together, one and two-person households make up 56 percent of the total population.** Seventeen percent of Newberg households are three people and 15 percent are four people.
- **Newberg's household median income is \$58,602**, which is slightly higher than both the Oregon and U.S. household median incomes.
- As of 2010, about **59 percent of Newberg housing units are owner-occupied** and 35 percent are rented.
- Approximately 28 percent of Newberg's population is a high school graduate or has a GED; 25 percent have had some college, but no degree; **over 20 percent have a bachelor's degree; and 9.3 percent have a graduate degree.** These percentages are in-line with the State of Oregon numbers.
- While Newberg's population is fairly homogeneous at 85 percent white, **over 14 percent of the population identifies as Hispanic.**³

¹ City of Newberg, 2015 numbers

² City of Newberg, best estimate from recent growth

³ Demographics Source: ESRI Business Analyst

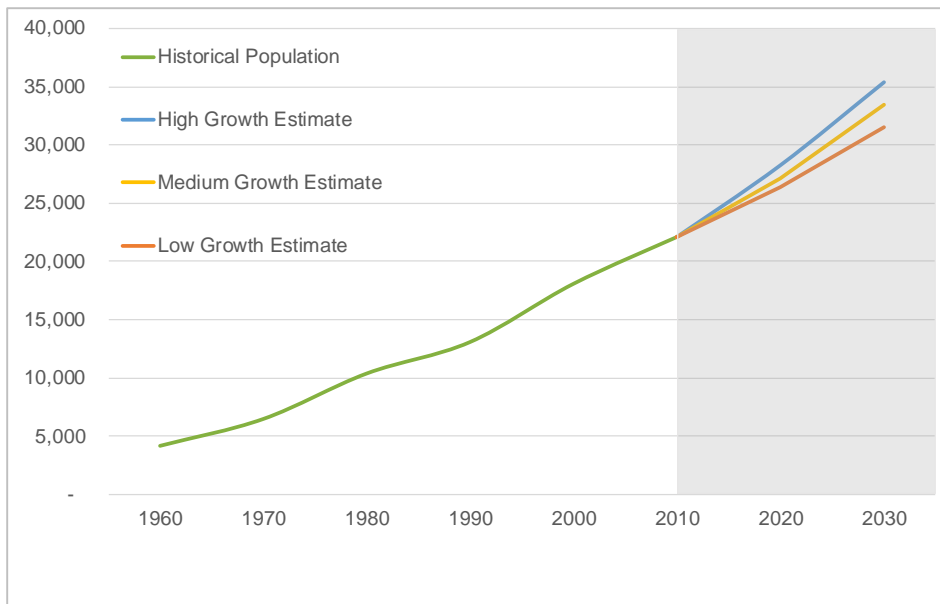
Newberg Population Growth

A key metric in understanding how a place will change is to understand how the area's population is expected to grow or contract. Population growth creates a direct need for more housing, more jobs, and more businesses and services. Conversely, a shrinking population reduces demand for housing, jobs, and services.

In the recent past, Newberg has outpaced the rest of the State of Oregon with its population growth rate. Between 2000 and 2010 Newberg grew by over 20 percent, while the State of Oregon grew by 12 percent⁴. Newberg's growth during this ten-year period is equivalent to an annualized growth rate above two percent. A two percent growth rate may not sound like a much, but continued growth at a two percent rate would be mean that Newberg would double its current population in approximately 35 years. A two percent growth rate applied to its current population equates to approximately 475 new residents every year, although recent population growth has not been as robust as projected. The Portland State University Population Research Center is the applied demography institute in the state that is responsible for official population forecasts to be used for Urban Growth Boundary expansions and other major land use policy decisions. Their forecasts incorporate detailed assumptions on birth and death rates, migration rates, and economic cycles.

Their most recent population forecast for Newberg, published in 2012, projects Newberg continuing to grow rapidly through the year 2030. Recent projections see Newberg's population growing at an average of 1.89 percent per year to 2020. Previous growth rates have not been as high. For example, from 2006 to 2015 Newberg grew on average at a rate of 1.02 percent⁵. The chart below illustrates a range of possible growth rates through the short and long term. The lowest estimate uses the 2006 to 2015 rate, the medium growth rate assumes that the 1.89 growth rate projection continues in the long run, and the high growth estimate uses the Population Research Center's highest growth figure, 2.7 percent average annual growth.

Figure 1 - Historical and Projected Future Population of the City of Newberg



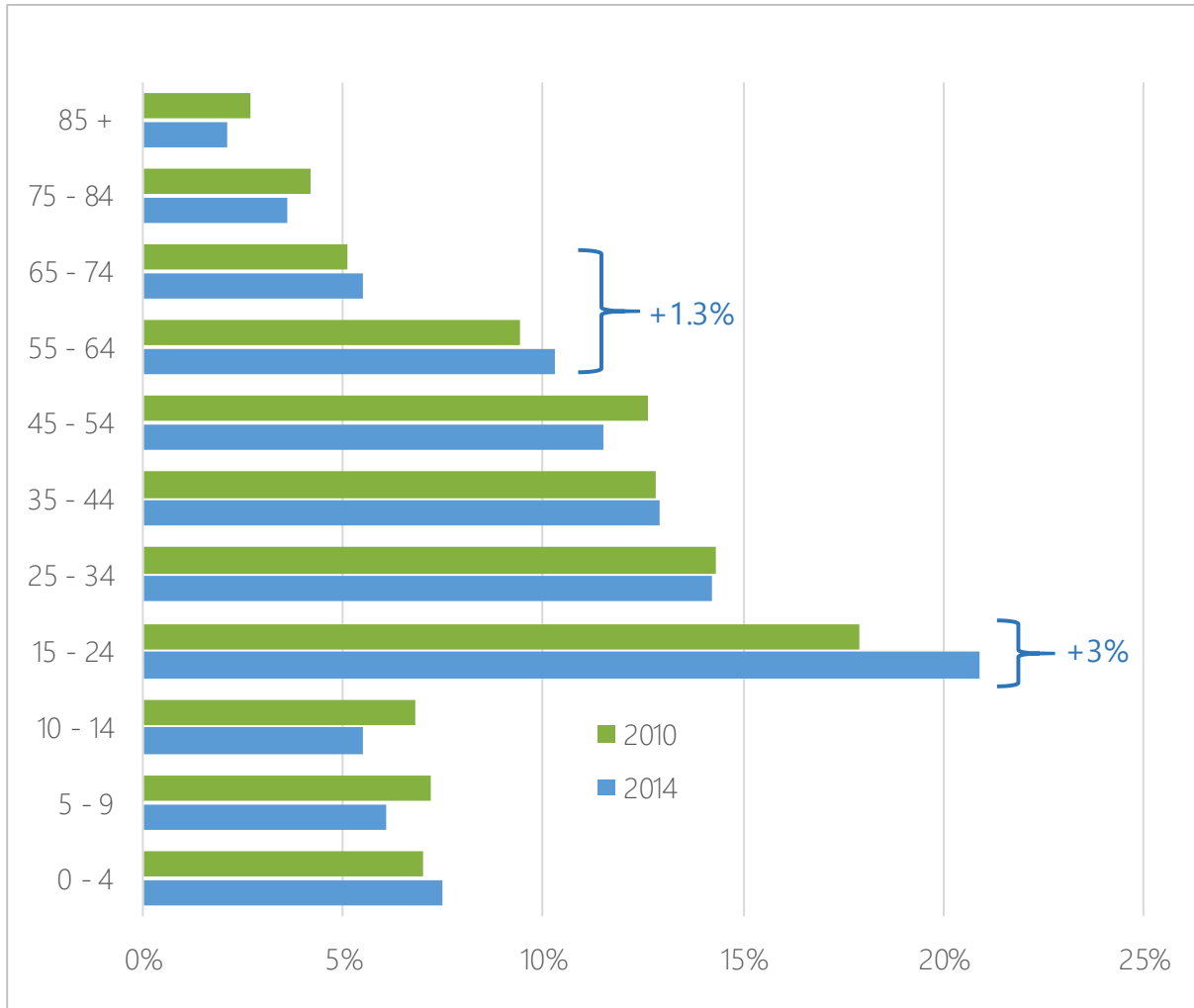
Source: Population Forecast for Yamhill County Oregon, its Cities and Unincorporated Area 2011-2035. Portland State University, Population Research Center. Fall 2012, City of Newberg, Leland Consulting Group

⁴ US Census

⁵ City of Newberg

The demographic composition of the Newberg population also continues to evolve. Between the 2010 census and more recent population estimates, the Newberg population has expanded in certain age cohorts and shrunk in others. The majority of these changes are credited to net migration (movers-in minus movers-out) as opposed to natural increase from more births than deaths. The chart below illustrates these age group changes.

Figure 2 - Newberg Population by Age Group (2010-2014)



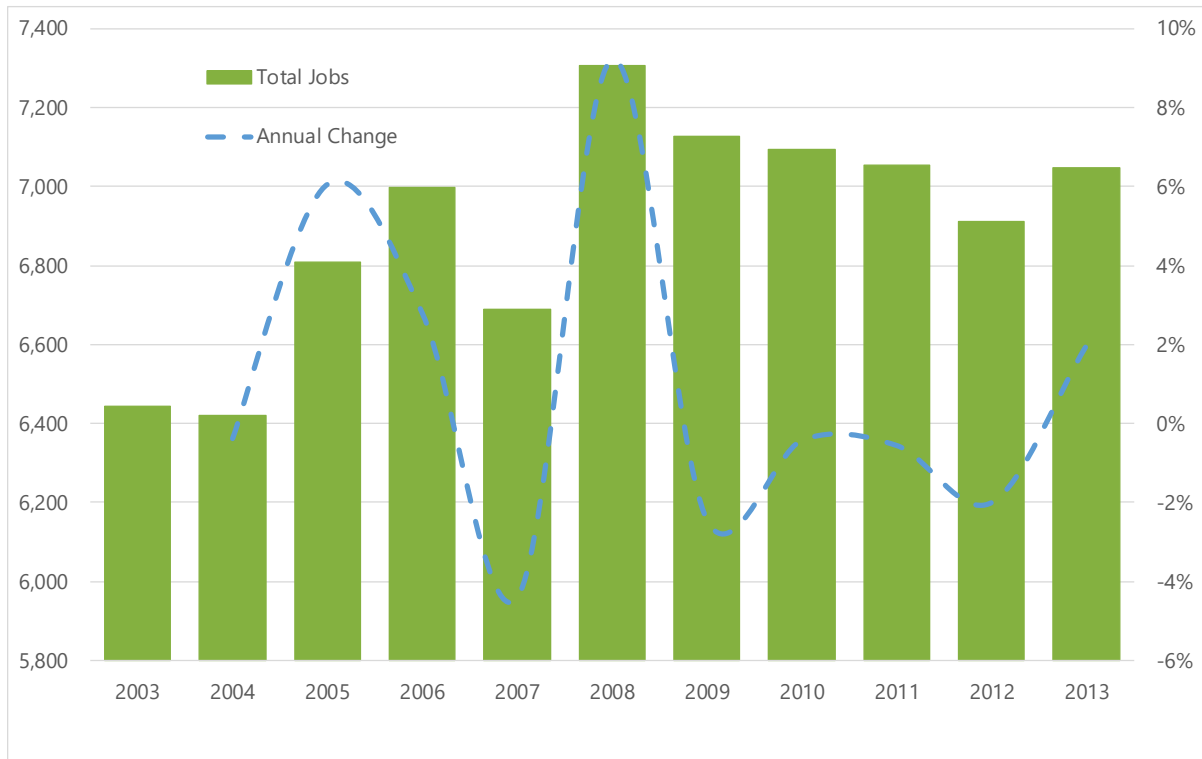
Source: US Census Bureau

In recent years **the population growth appears to take place in the age cohorts of young adults and seniors between the ages of 55 and 74**. This is a common trend among Oregon cities, although the growth of Newberg's young adult population is more robust than most other cities. This growth in the young adult population is likely linked to the expanding enrollment at George Fox University.

Newberg Employment Growth

Employment in Newberg has also grown dramatically in the past few decades, although this growth has not been as consistent as population growth. This more volatile change in employment is similar to what is seen in most cities, as economies go through cycles, firms hire new workers and expand their businesses or shed workers and close up shop. The recent “great recession” hit Newberg as hard as most communities of similar size. Job growth evaporated in 2009 and Newberg has yet to reach peak employment numbers from 2008. Since 2012, jobs, generally, appear to be returning.

Figure 3 - Newberg Historical Job Growth



Source: U.S. Census Bureau

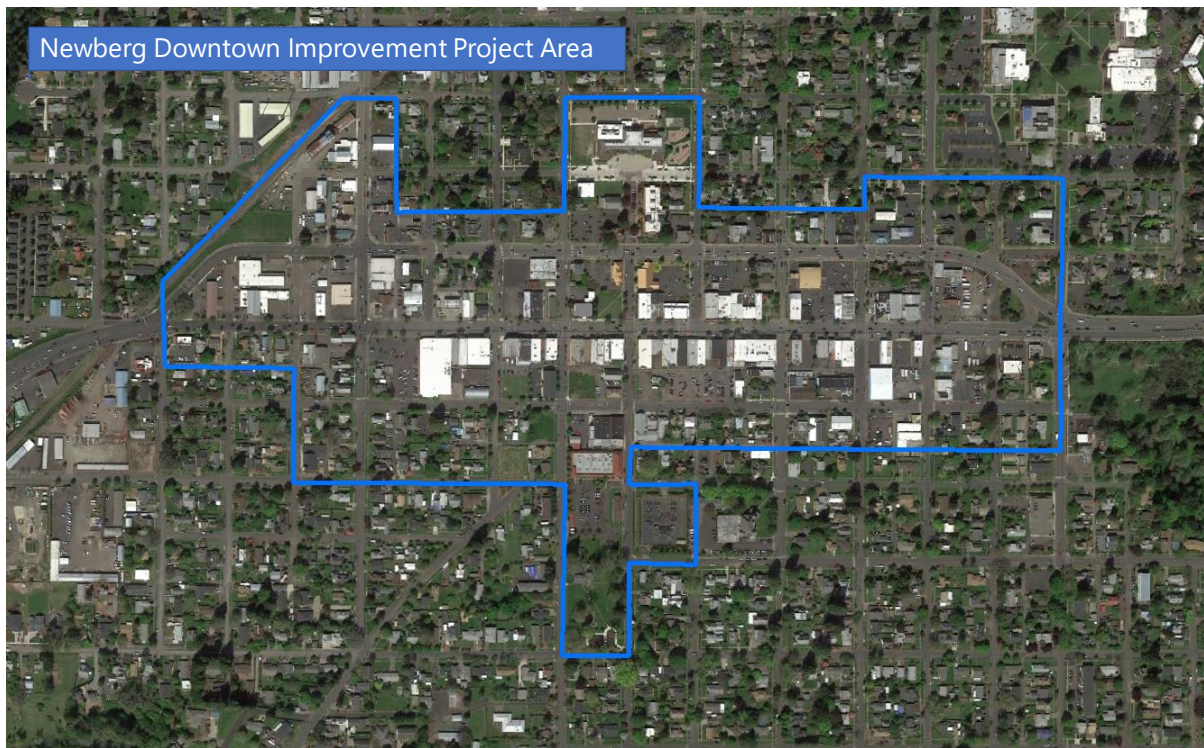
The travel demand model used for the Newberg Transportation Plan projects that Newberg employment will continue to grow at a rate of approximately three percent per year in the long run. **Their estimates put total Newberg employment over 14,000 jobs by 2035.** As the chart above illustrates, annual job change fluctuates dramatically. **The average annual growth rate in jobs between 2003 to 2013 was just one percent⁶.**

⁶ US Census

Downtown Newberg Development Capacity

Now that we've seen the robust growth that the entire city of Newberg is facing, what is the capacity for downtown Newberg to absorb a portion of this growth? The first question is, "how much space is there to develop?" Using strictly the project boundaries of the Newberg Downtown Improvement Project, there are 92 acres of land in downtown Newberg.

Figure 4 - NDIP Study Area

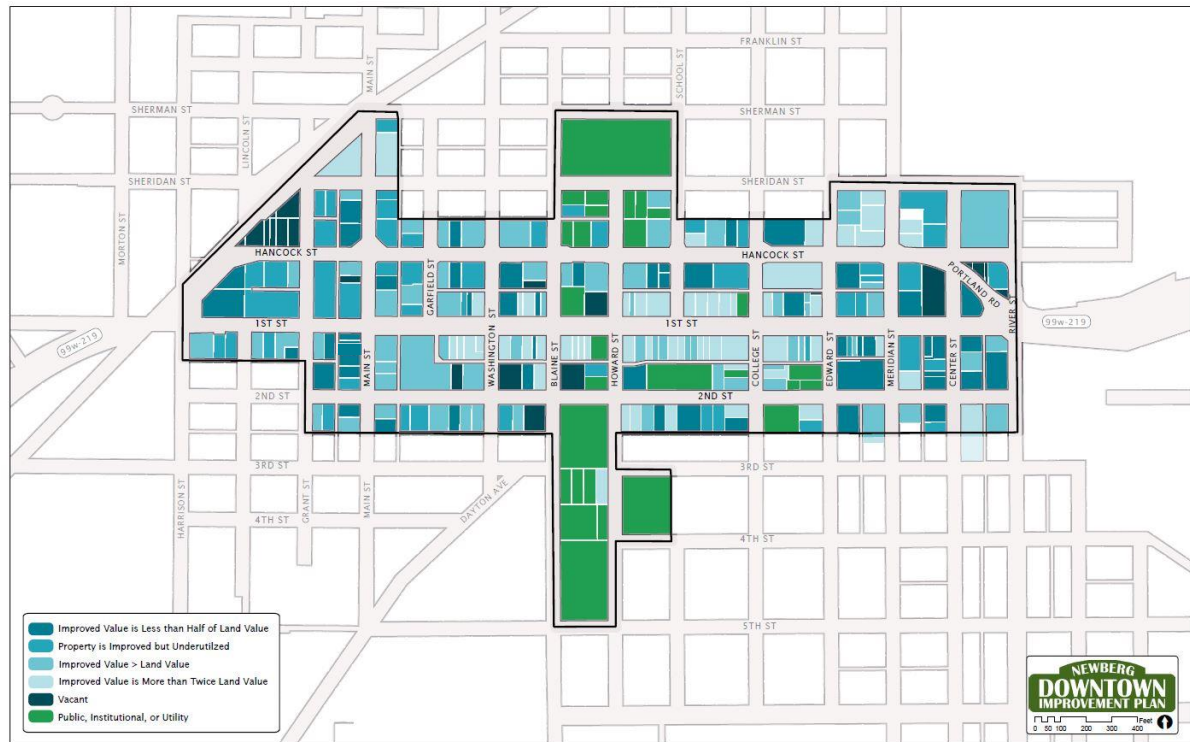


Thirty-eight of these acres are within rights of way (ROW); typically, streets, roads, sidewalks, utility easements, and other infrastructure-related land that is undevelopable. A further 10 acres of land within the NDIP boundary contains public buildings, parks, and institutions such as a Chehalis Cultural Center, and are therefore not developable either. This leaves 44 acres of land in private ownership.

Where are there redevelopment opportunities within these 44 acres of land? The map on the next page illustrates the ratio between improved values (structures) and land values on each property (tax parcels). This ratio is commonly used to understand which properties in a given area likely to have buildings that are dilapidated or underutilized – those properties with land values that are close to or higher than the improved value.

In the map below, the darker blue the tax parcel, the closer the land value is to the improved value. Dark areas of this map therefore are more likely to be opportunity sites for redevelopment. Conversely, the properties on the map that appear light blue are properties with structures that are worth significantly more than their underlying land. These properties are in good economic health and therefore not good candidates for major redevelopment. Furthermore, many of these properties (see the area around the core of First Street) contain well taken care of, historic buildings that define downtown Newberg's charming character and form. In alignment with downtown Newberg vision documents, future development in the area should celebrate and complement the historical qualities and design elements of these properties. Green tax parcels on the map are the public, utility, or institutional properties that are undevelopable.

Figure 5 - Downtown Newberg, Improved to Land Value Ratio Map (2015)



Source: City of Newberg, Parametrix, and Leland Consulting Group

Of the 44 acres of private land in downtown Newberg, 12 acres contain the lightest shade of blue and, as just described, are therefore not redevelopment opportunities. Another 7 acres appear to be properties with structures that are in fair to average condition and therefore not likely to be the first properties to redevelop; **this leaves 26 acres that are either vacant or underutilized**. Concentrations of these properties cluster around the east and west ends of the downtown area, sporadically along 2nd Street, and, to a lesser extent, Hancock Street. Unfortunately, many of these properties are quite small and would need to be assembled together in order to create a size large enough to efficiently program most new development types. Furthermore, many properties may be underutilized, but still contain significant improvements. Redeveloping or razing these structures may prove to be cost prohibitive in the short term. Therefore, while 26 acres is a large amount of land that could be redeveloped, many of these acres, if not most, are not development-ready either physically or financially.

The largest tax parcels on either end of downtown present the most interesting locations for redevelopment. Their locations are natural gateways to the city's core, provide good exposure for signage and access for vehicles, and don't face the challenges that come with the need to assemble multiple small parcels.

Figure 6 - Downtown Newberg Redevelopment Locations



Source: Leland Consulting Group

Downtown Newberg Future Forecast

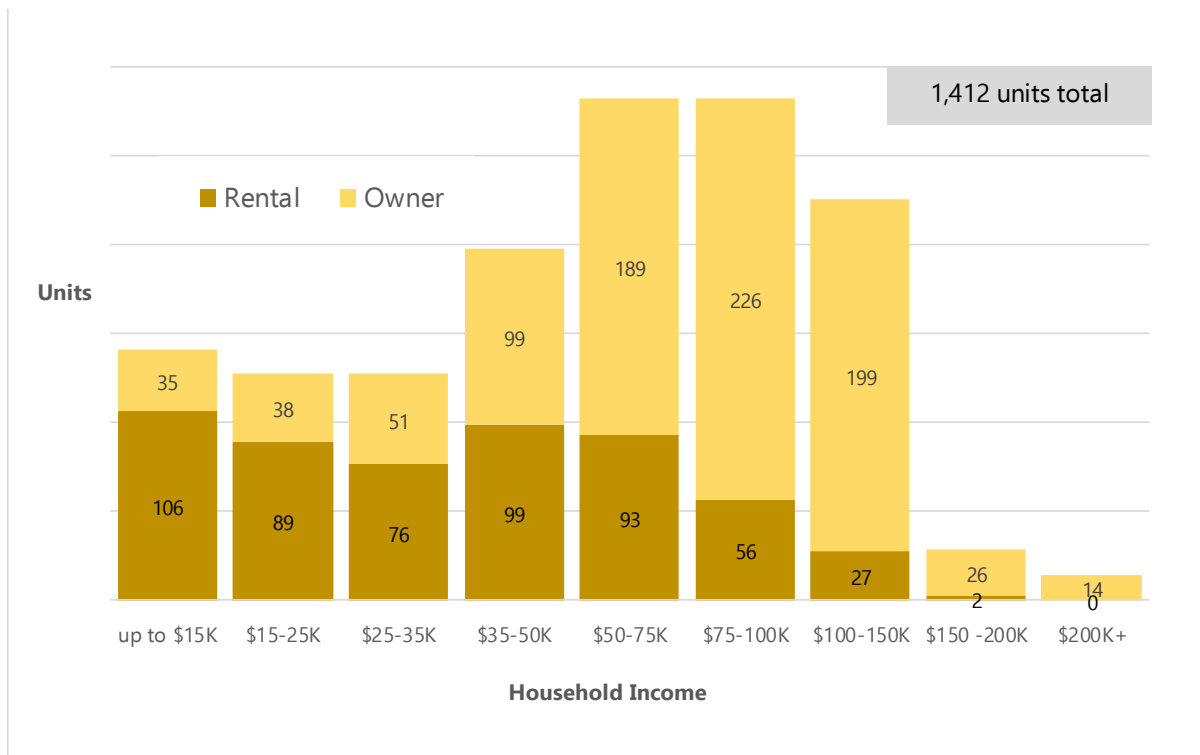
Downtown Housing Targets

Newberg's population continues to grow at an accelerating rate. All of these new residents will need housing. A lot of housing.

Housing formation, that is the creation of a new group of people (or a single person) moving into a new housing unit, tracks closely with population growth. However, it typically occurs most often in young adults and in seniors. Young adults and seniors are coincidentally also the two age cohorts where Newberg is seeing the most growth. Housing formation forms the basis for housing unit demand and one can infer from household formation the approximate number of housing units that a city will need in order to house future residents.

Using the current level of households in Newberg and a projected rate of household growth, one can simulate the demand for housing units in the city in the coming years. Here we have used the long-term scenario of 2030, projected forward from 2015 at the lowest annual population growth rate, similar to Newberg's recent rate of population growth. The graph below illustrates the projected total demand for housing units over this time period broken down by income bracket and household tenure (renter vs. owner).

Figure 7 - Long Term Growth and Housing Needs by Income, City of Newberg



Source: Population Forecast for Yamhill County Oregon, its Cities and Unincorporated Area 2011-2035. Portland State University, Population Research Center. Fall 2012, and Leland Consulting Group (based on trending in housing growth, income brackets, and housing tenure)

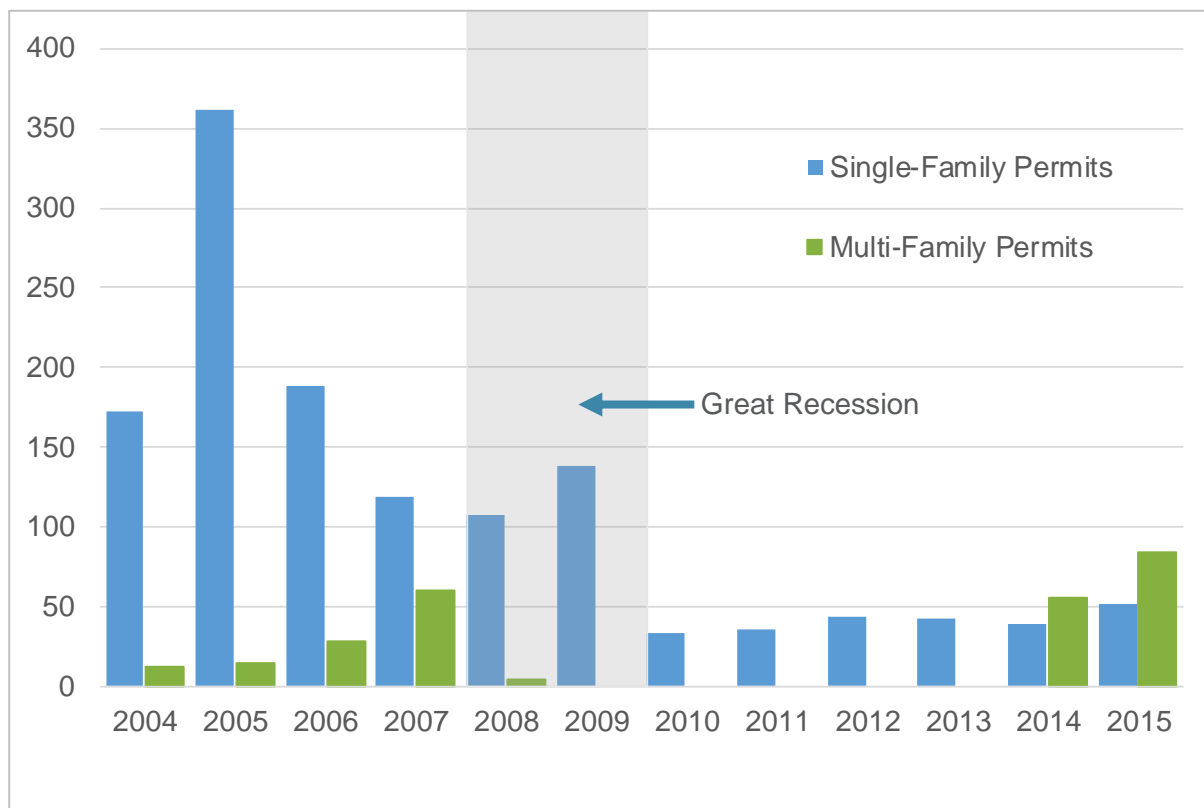
This model shows a projected demand for over 1,400 new housing units in Newberg by the year 2030. This projection is lower than projections made by the PSU Population Research Center and the Newberg

Transportation System Plan (TSP) Travel Demand Model, but in line with recent city population growth rates.

An additional 1,400 new housing units by 2030 equates to a demand over 90 new units per year. We've used income and housing tenure trends to extrapolate demand by income bracket and housing tenure type, respectively. In all, 549 total new rental units will be needed, equaling over 30 new rental units per year. Despite home ownership rates slowly declining, Newberg will still need over 870 new ownership housing units over the time frame, or approximately 58 per year.

This projected housing demand contrasts slightly with recent housing supply additions. Since the recession of 2008-2009, housing starts have slowed to a crawl in Newberg. Annual single family permit counts have, just in the year 2015, exceeded 50 units per year for the first time since 2009. Few multifamily permits have been pulled since before the recession, but starting in 2014 have started to pick back up⁷.

Figure 8 - Annual Housing Permit Counts in Newberg, 2004 to 2014



Source: SOCDS Database, US Department of Housing and Urban Development, City of Newberg, Leland Consulting Group

In order to meet future demand, housing supply will have to expand considerably in the coming decades.

Future Housing Location and Housing Supply Targets

Many factors could influence the actual demand for homes in Newberg over the coming decade and a half. As mentioned previously, the two age cohorts within the community that are growing the fastest are young adults (millennials) and seniors (boomers). This mimics the national trend of boomers and millennials changing the way the cities organize work, play, and housing choices.

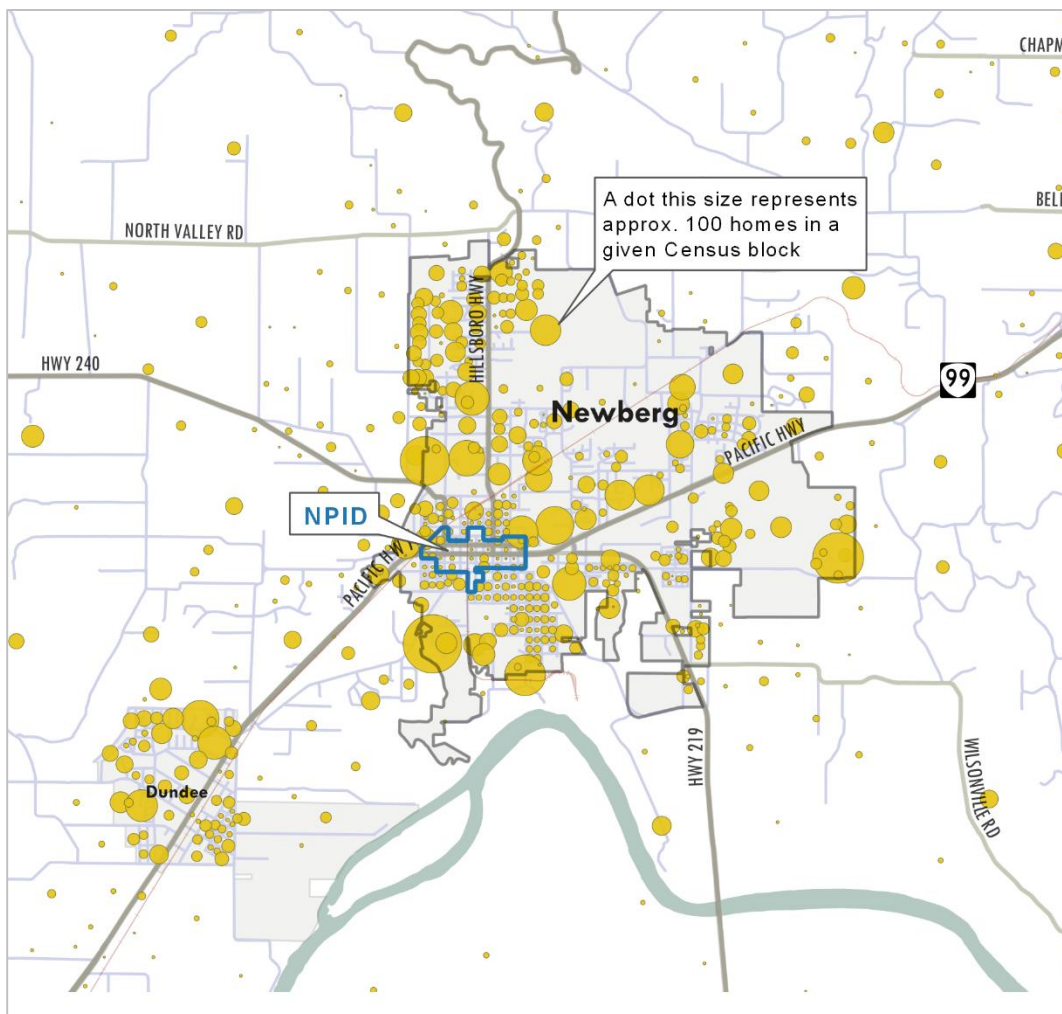
⁷ Source: SOCDS Database, US Department of Housing and Urban Development.

Recent studies have suggested that both groups tend to be drawn to walkable, mixed-use neighborhoods that have a variety of basic daily services and housing types within easy walking distance. They value quality over quantity and desire a sense of community and place in their neighborhoods. Research suggests that these two groups will drive demand for infill development in areas such as downtown Newberg that are walkable and proximate to commercial and community amenities, and they will significantly increase demand for multifamily housing (both ownership and rental).

This housing demand analysis shows that Newberg is going to need to provide many new housing units in the coming years in order to support the city's population growth. Where will all of these homes be located?

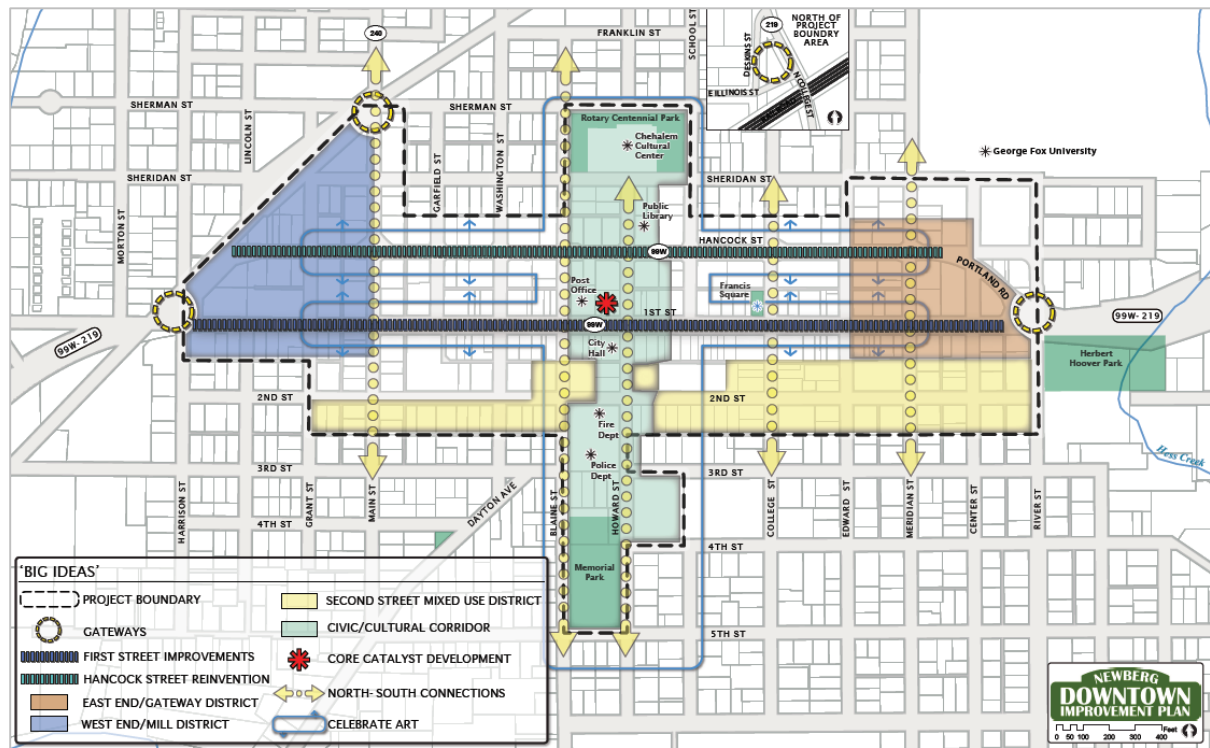
As the following map shows, Newberg's residential population primarily stretches north and south from the downtown area, as well as to the northeast from downtown, up the spine that is Highway 99W. It appears that there is a significant quantity of land currently within Newberg's Urban Growth Boundary (UGB) that could absorb a sizable portion of the growing housing demand.

Figure 9 - Newberg Comparative Residential Population by Block Group (2013)



Source: U.S. Census

With the desires of millennials and boomers to be in walkable mixed use neighborhoods, downtown Newberg is likely to see a high demand for housing in the near future. Currently there are 140 housing units in downtown Newberg. Of this total there are:

Figure 11 - Newberg Downtown Improvement Plan "Big Ideas"


Source: Leland Consulting Group, Greenworks

In order to achieve these project goals, Newberg should aim to respond to the growing citywide housing demand with a special focus on new housing unit creation in the downtown. Targeting a downtown capture rate of the overall growth in housing supply will help the city achieve its vision for a vibrant downtown while also responding to market demand.

If, for example, downtown is targeted to capture five percent of the projected citywide housing demand, using the growth rates from this study, that would mean that by 2020 there would be over 20 new housing units in the area, and by 2030 over 70 new housing units. This target 5 percent capture rate would mean that downtown Newberg should aim to support the construction of 5 new downtown units per year. The table below illustrates a range of downtown housing target capture rates and what these rates would mean for new housing needed per year in downtown Newberg.

Downtown Newberg Target Housing Unit Capture (2020 and 2030)										
Year	Projected Total Citywide New Housing Unit Demand	Downtown Capture Rate								
		5%	10%	15%	20%	25%	30%	35%	40%	
2020	471	24	47	71	94	118	141	165	188	
2030	1,412	71	141	212	282	353	424	494	565	
Downtown Units Needed Per Year to Achieve Target Capture Rate		5	9	14	19	24	28	33	38	

In reality, there are barriers that will prevent the downtown area from achieving the higher capture rates in the short to mid-term. These barriers include a lack of available development-ready sites, zoning regulations (such as a requirement of ground floor commercial space in all new buildings regardless of location in the C-Zone), need for parcel assemblage, and weak market fundamentals, (i.e., sales values or rents do not justify new construction or redevelopment).

To fully achieve the desired outcomes of a vibrant and thriving downtown and fulfill the visions of the “Big Ideas” **Newberg should target to capture as many housing units as possible downtown in the short and long range.**

In the short term, Newberg should aim to support low-cost infill housing projects in downtown. Housing types like townhouses, duplexes, and triplexes are inexpensive to construct and flexible enough to fit on a variety of site sizes and configurations. As envisioned in the “Big Ideas” map above, East 2nd street is an ideal location for these development types. Typically, these housing types are built to 15 to 22 units per acre. **With a citywide housing unit capture rate of 5 to 10 percent Newberg should plan for one to two acres of downtown to develop into housing by the year 2020.** Of course, many of these housing types may not conform to current zoning regulation in Newberg’s downtown. For example, ground floor commercial space is currently required for all new development in the downtown area. Making ground floor commercial an option, but not a requirement, would allow for more housing development in the downtown area in the short term. Code changes, incentive programs, and other actions the City can take to achieve the goals of the Newberg Downtown Improvement Plan will be addressed in the forthcoming Implementation Plan.

In the longer term, Newberg can expect a wider variety of infill housing types to be constructed. As rents incrementally climb higher, denser housing types will become feasible. Larger parcels and parcel consolidation at either end of the downtown area and along Hancock Street offer the best opportunities for developments that can meet this housing demand most efficiently. Vertical mixed use developments of three or four stories will be ideal for these sites. These projects typically are built to a density of 40 to 70 units per acre.

With a target of 5 to 10 percent capture rate of citywide housing unit demand, and assuming a mixture of low-cost infill housing and larger multifamily buildings, **downtown Newberg should plan for another one to two acres of development between 2020 to 2030.** This would likely be achieved through a mix of row house developments and apartments or condominiums that are built incrementally over the next 15 years. For example, this target could be achieved through several housing projects built over time, as illustrated below:



Sample Program for Downtown Development			
Project Type	Site Size (SF)	Number of Units	Units Per Acre
Townhomes	10,000 SF	5	22
Duplex	5,000 SF	2	17
Townhomes	10,000 SF	5	22
FourPlex	7,500 SF	4	23
Duplex	4,000 SF	2	22
Triplex	7,500 SF	3	17
Duplex	5,000 SF	2	17
Townhomes	12,000 SF	6	22
Triplex	6,000 SF	3	22
Apartment Building	30,000 SF	30	44
Apartment Building	40,000 SF	45	49
Total Number of Projects	Total Developed or Redeveloped Land	Total Units Developed	Average Unit Density (Units per Acre)
11	137,000 square feet (3 acres)	107	26

Source: Leland Consulting Group

In total, the target capture rates mean that Newberg should aim to grow downtown housing by 20 to 50 housing units in the short term and 70 to 140 units in the longer term. **This will add hundreds residents to the downtown area and consume two to four acres of downtown land.**

Growth in downtown housing in Newberg will transform the form and activity level of the center of the community. In order to achieve these target numbers, the City and community partners need to continue taking concrete steps towards encouraging development and maintaining focus on place making in the downtown. A to-be-released companion piece to this report will provide an action and implementation strategy to guide policies towards achieving these targets.

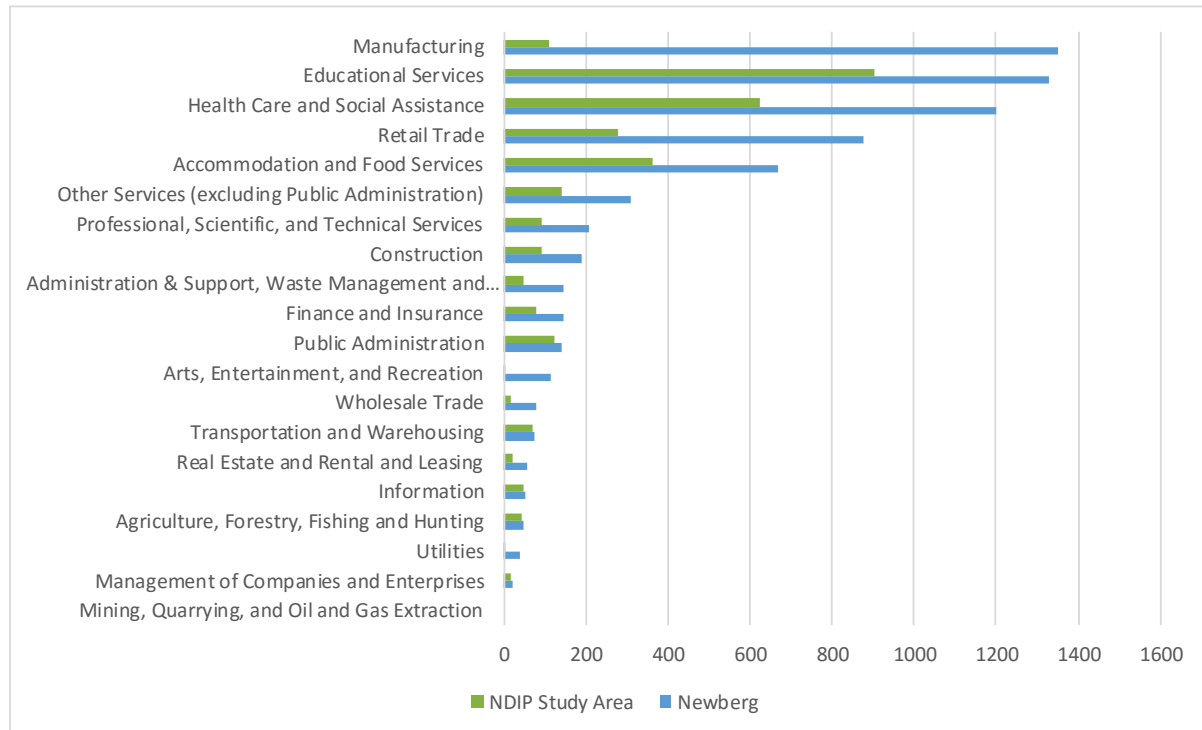
Figure 12 - Infill Housing and Mixed Use Development Examples



Downtown Business and Employment Projections

Newberg has over 7,000 full-time workers, with a few large employers that form the base of its economy. At the top of the list is notable dental equipment firm, A-dec, with over 800 employees. Providence Newberg Medical Center, George Fox University, Portland Community College, and the Allison Inn & Spa resort are other significant employers. With five elementary schools, two middle schools, and a four-year high school, Newberg School District also contributes significantly to employment in the area.

Figure 13 - Employment by Industry, NDIP (2013)



Source: U.S. Census Bureau

The following map outlines the major employment areas in Newberg. Downtown and 99W stretching northeast of town form the major concentration of employment locations. The dark concentration in the northern part of the city is A-dec, the dental equipment company.

Figure 14 - Newberg Employment Concentrations



Source: U.S. Census Bureau

Census data lists downtown Newberg as having around 3,000 full-time workers, although this number is most likely higher than the day-to-day actual numbers of workers in the downtown area. Census figures consolidate jobs by type and location. School district jobs, for example, sometimes appear all at the central location of the school district's primary offices instead of dispersed around at various schools where the actual jobs are. This is the case with the Newberg data, where over 900 of the 3,000 jobs listed in downtown are educational sector jobs. While many of these jobs are most likely located at George Fox University, they do not take place directly within the NDIP boundary.

With the educational jobs removed from the dataset, Newberg can still expect five to 15 percent more jobs in downtown by 2020 and over 15 to 50 percent more jobs by 2030, depending on whether the actual growth rate is closer to historical trends (one percent) or projected trends (3 percent). **In terms of gross new added jobs, this will mean 100 to 300 new jobs by 2020 and 300 to 1,000 jobs by 2030.** Given the setbacks of the recent economic downturn, job growth in downtown is likely to fall at the lower end of this range in the short term. Longer term growth will depend upon the macroeconomic strength of the region, along with downtown focused development policies, infrastructure development (the Newberg-Dundee Bypass being a huge variable), and continuing demographic trends towards higher demand for walkable, urban areas where people can both live and work.

In the current market cycle, construction of new commercial space in downtown Newberg is on the borderline of feasibility. Recent new construction has featured build-to-suit projects or owner-user development, typically on a limited scale. Speculative commercial development is not feasible. There are, however, one-off renovations of historic buildings across the downtown area taking place. These improvements are being driven primarily by the tourism industry, with a particular focus on wine tasting rooms, restaurants, and boutique shops. Renovations, generally, are cheaper than new construction and it is typical in downtowns to see renovations taking place before new construction.

In the short term, Newberg can expect a modest expansion of commercial space and employment in downtown. The vast majority of this expansion will continue to take place in existing improvements, as the development economics make new construction only marginally feasible. The continuing growth of wine tourism to the area and the emergence of more craft industrial or 'maker' businesses will drive much of this short term growth. These developments will increase employment in downtown five, 10, 15 employees at a time.

In the longer term, in addition to tourism focused businesses in the downtown, the service and retail sectors will respond to the addition of downtown infill housing. Larger multifamily developments will

feature ground floor commercial spaces and small multi-tenant commercial centers will become feasible. Hotel development will become more attractive as the tourist industry continues to grow. It is possible that Newberg will see one or two 65 to 70 room hotels develop in the downtown area in the next 15 years. These larger developments will add significant employment numbers to downtown's employment base.

Like infill housing, it is crucial for the city and downtown stakeholders to maintain a focus on encouraging business creation in downtown Newberg through supportive policies and proactive engagement with business and property owners. Downtown Newberg already has a community of successful business owners; helping them achieve their business growth goals and providing them room to expand within the downtown community will reinforce the momentum of this project and help achieve the desired outcomes envisioned by the community.



Craft Industrial (Makers)

Craft industrial or makers refers to the emerging industrial and quasi-retail business type where customers can view, experience, and sample products being made in the maker space. Consumer trends towards experiences, authenticity, and buying local have driven demand for these businesses. Examples include; breweries, creameries, woodshops, wineries, distilleries, metalsmithing, and jewelry making

